



# **Workforce Development Overview**

**Employment & Career Development  
Division Training Academy  
June 2012**



## Workforce Development Overview

---

To fully understand how the WorkSource system works and how business services fits in, one must look at the history of workforce development, the Wagner-Peyser Act and the Workforce Investment Act of 1998. This document covers a brief history of workforce development from inception to current day.

### **Table of Contents:**

<a href="#">Where it All Began</a>	Page 3
<a href="#">Workforce Investment Act and the One-Stop Approach</a>	
<a href="#">The “One-Stop” Approach</a>	Page 5
<a href="#">Partners in the One-Stop System</a>	Page 6
<a href="#">What are Local Workforce Boards?</a>	Page 6
<a href="#">Key Principles of WIA</a>	Page 7

## Where It All Began:

**In 1862** the **Morrill Act** was passed by Congress, providing for an average of 90,000 acres of public land that could be sold in each state. The proceeds from the sales went to establish colleges. Since it helped pay faculty salaries, and also provided education to the public, this act may be considered one of the first workforce efforts of the federal government.

The University of Washington was one of those colleges established under the Morrill Act.

**In 1913**, the **United States Department of Labor (USDOL)** was created in response to pressure from organized labor. Its goals, according to the statute, were to “foster, promote and develop the welfare of wage-earners, to improve their working conditions, and to advance their opportunities for profitable employment.”

**In 1933**, President Franklin D. Roosevelt’s administration gave birth to the series of programs called the **New Deal** between 1933 and 1937, with the goal of relief, recovery and reform of the United States economy during the Great Depression. Some of these programs were the **Civil Works Administration (CWA)**, the **Federal Emergency Relief Administration (FERA)**, and the **Works Progress Administration (WPA)**. The plan of the **Civilian Conservation Corps (CCC)** was to put 500,000 unemployed youth to work in forests, parks, and range lands, operating from hundreds of labor camps throughout the United States.

While the Civilian Conservation Corps was in service:

- 46,854 bridges were constructed.
- 800 state parks were created.
- 4,622 fish rearing ponds were created.
- 3,980 historic structures were restored, the Gettysburg Battlefield being one.
- 5,000 miles of water supply lines were laid.
- 3,462 beaches were improved.
- 45 million trees and shrubs were relocated for landscaping.
- 3 BILLION trees were planted.
- 1,865 drinking fountains were installed.
- 27,191 miles of fences were constructed.
- 204 lodges and museums were established.

**In 1933**, the **Wagner-Peyser Act** created the first public labor exchange service, matching workers with jobs. This national employment system

provided federal grants to states which agreed to affiliate their employment services with the **United States Employment Service (USES)**. This act and its subsequent amendments still govern much of the funding of, and the mandatory services provided by, the Employment Security Department to this day, in serving the needs of Washington State's workforce and business community. After this historical survey, we'll be covering Wagner-Peyser's significance today in much more detail.

**1940s and '50s** World War II created an economic surge which effectively ended the Great Depression. However, support for job programs resumed after the war, as the boom caused by war-time employment gave way to painful restructuring and the need to retool for a peace-time economy.

**From the 1960s onward**, the federal government embarked on a series of job-training programs for the unemployed and economically disadvantaged. These programs provided a combination of remedial education, vocational training, on-the-job training, subsidized work experience, basic life-skills training, and job search assistance.

Programs funded under the **Manpower Development and Training Act of 1962 (MDTA)** were originally intended to retrain workers dislocated by technological advances. When Congress passed the Act, its major concern was not poverty, but "structural unemployment." Policymakers perceived that old industries were dying and new ones were taking their place. As a consequence, federal resources were marshaled to retrain workers for new jobs in new industries. Over time, however, MDTA was converted into a job-training program primarily targeting economically disadvantaged persons.

Another early driver for workforce development programs was the federal **Economic Opportunity Act of 1964 (EOA)**, the cornerstone of President Johnson's War on Poverty. Many of the local **Community Action Programs (CAPs)** funded under the EOA conducted neighborhood-based employment and training programs. The EOA also stressed the "maximum feasible participation" of local neighborhoods in program design and implementation, which introduced notions of community input, governance and control. This principle would, with intermittent exceptions, become a feature of most workforce development programs introduced by the federal government over the next forty years.

**In the late 1960s**, community development corporations (**CDCs**) began to take root, with funding from the **Office of Economic Opportunity**. The early CDCs often included employment and training programs as part of a strategy to rebuild the economies of distressed neighborhoods, building the community infrastructure for job-related services.

**In 1973**, MDTA programs were superseded by the **Comprehensive**

**Employment and Training Act (CETA)**, designed in part to take advantage of these community-based trends, and decentralize control of federally sponsored job-training programs. While **MDTA** was a categorical program, with service providers funded directly by the federal government, **CETA** was a hybrid block grant program. It gave local units of government substantial autonomy to administer basic training components. **CETA** also included categorical programs for specific target groups and for public service employment.

Over time, **CETA** became increasingly regulated. Nearly a decade later, charges of corruption and mismanagement contributed to Congress's decision to replace **CETA** with the **JTPA**.

In 1983, the **Job Training & Partnership Act (JTPA)** was passed. It focused on low-income people, and gave a much more prominent decision-making role to the private sector. In addition, **JTPA** created a new local governance structure (the **Private Industry Councils** or **PICs**) and eliminated public sector employment, a core element of **CETA**. In the mid 1990s, USDOL'S **Employment & Training Administration (ETA)** began giving states and local areas grants funded by national **Employment Service (ES)** funding, to develop and implement one-stop shops for workforce services. This was an idea which was to come into its own with JTPA's successor.

[\(Return to top\)](#)

## **Workforce Investment Act and the One-Stop Approach:**

In 1998, the **Workforce Investment Act (WIA)**, which superseded the JTPA, was signed into law. WIA emphasized the "one-stop" approach, which provided an array of job-training, education, and employment services to communities. In contrast to the JTPA, state and local governments were given authority to tailor the content of job-training programs to meet their specific needs.

### **The "One-Stop" Approach**

*"One-Stop" approach does not mean that the "One-Stop" is in a single building, but that it is a customer-focused system that does not create barriers for potential customers. Each local area establishes a One-Stop delivery system where core services can be provided. These centers may then be supplemented with a network of affiliated sites – still ensuring that a system has been created.*

At a minimum, the One-Stop delivery system must have at least one physical center in each local workforce investment area. Programs, services, and activities may also be available within the local area through a network of affiliated sites or through electronic or technically linked access points.

Core services may be made accessible through the internet. Using this technology, core services can be made available at public libraries, public and private educational institutions, community centers, kiosks, neighborhood facilities, and satellite One-Stop delivery system sites.

[\(Return to top\)](#)

## **Partners in the One-Stop System**

There are both mandatory and optional partners in the workforce investment legislation. The Workforce Investment Act requires that the following programs and/or partners be represented in the local One Stop location:

- [Adults](#)
- [Dislocated Workers](#)
- [Youth](#)
- [Adult Education](#)
- [Postsecondary Vocational Education](#)
- [Vocational Rehabilitation](#)
- [Title V of the Older Americans Act](#)
- [Trade Adjustment Assistance](#)
- [Veterans Employment and Training Programs](#)
- [Community Services Block Grant](#)
- [Employment and training activities by the Department of Housing and Urban Development](#)
- [Unemployment Insurance](#)
- [Job Corps](#)
- [Bureau of Apprenticeship and Training](#)

One Stop centers may also include the following optional partners/programs:

- [Transportation](#)
- [TANF](#) - Temporary Assistance to Needy Families

[\(Return to top\)](#)

## What are Local Workforce Boards?

Governors must designate local workforce investment areas within each state. Each local area is required to have a Workforce Investment Board -- also called **Workforce Development Councils (WDCs)** in this state -- appointed by the chief local elected official. Local WDCs are precluded from operating programs so that they may focus on setting workforce development policy. Board members are subject to conflict of interest requirements and sunshine laws.

### At a minimum, the membership of each local board will include:

- Representatives of business in the local area; such representatives will comprise a majority of the board (51%) and the chairperson will be elected from among this group.
- Representatives of labor organizations nominated by local labor federations.
- Representatives of local educational entities – for example, local educational agencies, school boards, adult education and literacy providers, post- secondary educational institutions or community colleges – selected from individuals nominated by regional or local educational entities or organizations representing such entities.
- Representatives of community-based organizations. For example, those organizations serving veterans and individuals with disabilities.
- Representatives of economic development agencies.
- Representatives of each of the "one-stop" partners mentioned earlier in this module, and other individuals and representatives as determined appropriate by the chief elected official in the local area .

[\(Return to top\)](#)

## Key Principles of WIA

The Workforce Investment Act incorporated seven key principles that were to guide the restructuring of workforce development. These principles are described below.

### 1. Streamlining and Integration.

The first principle is streamlining services by seamlessly integrating multiple employment and training programs at the "street level" in One-stop service centers, with responsibility to all customers. According to DOL, "all customers" includes **persons with disabilities and other people with multiple barriers to employment.** In order to make services available to all customers, the One-stop system must be **"accessible by persons with disabilities".**

## **2. Empowering Individuals.**

The second principle is empowering individuals with information and resources they need to manage their own careers, through Individual Training Accounts and better information on the performance of service providers as well as skills demanded by employers.

## **3. Universal Access.**

The third principle is universal access to a core set of career decision-making and job search tools.

## **4. Increased Accountability.**

The fourth principle holds State and local entities accountable for performance, at the risk of suffering sanctions. Training providers and their programs must also demonstrate successful performance and customer satisfaction to remain eligible to receive funds.

## **5. Strategic Planning and Oversight.**

The fifth principle is strengthening the role of local boards and the private sector, by shifting emphasis from “nitty-gritty” operational details to strategic planning and oversight of the One-stop service delivery system.

## **6. Flexibility.**

The sixth principle is State and local flexibility, to ensure delivery systems are responsive to the needs of local employers and individual communities.

## **7. Youth Activities.**

The seventh principle is improved youth activities that strengthen linkages between academic and occupational learning, and other youth development activities.

[\(Return to top\)](#)